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20 February 1957

JUSTIFICATION FOR PENETRATION

1. The most accurate intelligence obtainable on the Soviet ability and readiness to launch an attack against the US will give you the basis for fixing the speed and effort of our preparations to counter the US against such attack.

2. For the most part, this involves how accurately we estimate Soviet development and capability with reference to three matters:

- a. Guided missiles.
- b. Long range bombers.
- c. Nuclear weapons production.

3. We must admit that our estimates on these matters are based upon fragmentary evidence. We cannot with authority today provide the information which will enable you to judge whether missile development in the USSR surpasses our own. We cannot say with authority whether the USSR is placing greater emphasis on guided missiles or on long range aircraft. Our nuclear weapons stockpile estimates admit to a significant margin of error and could be failing to detect a large scale Soviet expansion in this field.

4. The implications of our ignorance can be of extraordinary consequence in terms of national defense.

5. Because of this, the intelligence community has defined certain highly critical targets [REDACTED]

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[REDACTED] urgently needed for accurate estimating and for pinpointing subsequent collection. These targets have not been adequately penetrated to date. They are, however, now susceptible to penetration by AQUATONE.

6. We must bear in mind that we will talk only about places and things which we suspect or have positive evidence exist. The instance of our stumbling onto [REDACTED]

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[] which has revealed a possible technological breakthrough either in guided missiles or atomic energy or both, creates the nightmare of how many more ominous installations exist and where.

7. I would like to call attention to [] targets which bear upon these problems. My comments on them will suggest why we think they are important, what we should see if we go there, and what we will learn.

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Attached herewith listed separately are targets bearing upon guided missiles, long range aircraft, and nuclear weapons, each with an explanation of why it was chosen, what we will see or may see if we go there, and what we will learn.

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